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This plan for the development of Montana library service is based on the experiences of other states, opinions of library experts, written information on Montana libraries, visits to several libraries, and attendance at meetings of the Montana Library Association and its committees. Specific recommendations include: moving the State Library headquarters to Helena; evaluating existing libraries in relation to established standards; instituting new legislation and repealing out-of-date library laws; cooperative programs among libraries for effective use of staff; job descriptions and pay scales; additional staff for most libraries; increases in salaries; a recruiting and scholarship program; an enlarged, state-wide program of in-service training; determination of an effective, state-wide program of minimum library service; identification of all possible sources of funds; interpretation of the value of library service to the public; an increase in appropriations for the Montana Library Commission and establishment of state aid for public libraries; and enlisting the aid of government officials, organizations and civic-minded citizens in developing effective library service. (JB)

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PLAN FOR THE DEVELOPMENT OF LIBRARY SERVICE IN MONTANA

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RUTH WARNCKE

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UNIVERSITY OF MINNESOTA

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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PLAN FOR THE DEVELOPMENT OF LIBRARY SERVICE IN MONTANA

MONTANA STATE LIBRARY COMMISSION

1965

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Miss Ruth Warncke, Associate Professor, School of Library Science, Western Reserve University, developed this study in cooperation with the Library Development Committee of the Montana Library Association and the Montana State Library Commission.

Library Development Committee Members

Mrs. Alma Jacobs
Mrs. Perl Coombs
Mary K. Dempsey
Mrs. Jean Davis
Mrs. Mable Engelter
Dorothy Gelhaus
Mrs. Mildred Grawe
Lesley Heathcote
Mrs. Inez Herrig
Margaret Hileman
Lawrence Hodges
Mrs. Letitia Johnson
Eleanor Ivankovich
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Mrs. Bess Pittman
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Mrs. Clare Smith
Mrs. Jean Sturdivant
Evelyn Swant
Mrs. R. D. Warden
Ann Whitmack
Mrs. Peg Gadbow
Alve Thomas
Mrs. Marie MacDonald
Mrs. Barbara Houghton
Natalie Sliepcevich

Ex Officio Members

Kathleen Campbell
Mrs. Ruth O. Longworth
Mr. Roger Spillers

Appropriations for the work of the Montana Library Commission should be increased and state aid for public libraries established in order to release federal funds to supplement state appropriations, rather than to make up for their inadequacy (p. 32).

The aid and cooperation of groups and organizations, government officials, and other civic-minded citizens should be enlisted, under the leadership of the Montana Library Association, in a concerted effort to develop effective library service for all of Montana. (p. 33).

Recommendations concerning improved and enlarged collections of library materials, extended and improved services, better equipment, and adequate housing for libraries are implied rather than stated. When qualified staff in sufficient numbers are employed and used advantageously, and additional funds are forthcoming, the other problems will be solved. Without money and staff, recommendations concerning services, books and buildings could not be implemented. Good librarians know how to develop good libraries.

PLAN FOR THE DEVELOPMENT OF LIBRARY SERVICE IN MONTANA

Introduction

The libraries of Montana are the concern of many individuals and of many organized groups. The library users, current and potential, place their faith in government officials, administrators and faculty of educational institutions, librarians, and citizen groups engaged in activities to improve library service. Each person who works to develop library service in Montana has a special contribution to make. If these contributions are made in relation to agreed-upon common goals, and follow a set of broad guide lines leading to the goals, the total contribution can be greater than the sum of its parts.

The object of the Montana Library Association is "to promote library interest and development and raise standards of library service in Montana."[1] The Association has a standing Library Development Committee with a membership representing school, public, college and university, and special libraries in the state, and trustees, school boards, school administrators, and friends of libraries. Recognizing the facts that all types of library service are essential; and that their development should be parallel, and many of their efforts cooperative, the Committee has prepared this *Plan for Library Development.*

The Committee hopes that the Plan will be studied by every group in the state concerned with the development of any type of library service. The goals and plans are broad, and will have to be made specific and adapted to individual situations. Thoughtful use of the Plan will insure that local decisions will contribute not only to local improvement, but to the growth of total library services for all of the people of Montana.

In the preparation of the Plan, the assistance of many people, at state and local levels, has been sought. The experience of other states, and the thinking of library leaders throughout the country has been taken into consideration. Montana—the aspirations of its people, its exceptional characteristics, and its resources—has been the base for the selection of each goal and suggestion included.

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[1] Montana Library Association: Constitution and Bylaws. *Montana Libraries,* 22:44, Supplement. July, 1964.

It has been my privilege to confer with the people whose contributions have created this Plan; to read much of what has been written about Montana Libraries; to visit some of those libraries and to attend meetings of the Montana Library Association and of its Divisions and Committees. My task has been to organize a great deal of material into what I trust will be a useful tool for planners of library service.

Ruth Warncke, Associate Professor
School of Library Science
Western Reserve University
Cleveland, Ohio

January, 1965

Goals for Library Service

Every resident of Montana should have available to him, no matter where he lives, library service of high quality. No two people will need or want exactly the same kind of service; a person will need different kinds of services at various times in his life. At any given time he may want more than one kind of service and material. He should be able to get materials (and assistance in using them effectively) by a reasonable effort, and within a reasonable time.

Accurate, complete information on any subject is essential. From the question of the child to the search of the scholar, the full range of inquiry should be met with up-to-date, comprehensive materials geared to the ability of the questioner to understand them. Assistance in using complex materials should be readily available.

Each person should be able to get those materials that are essential to his education. Whether he is a student in school or college, or an out-of-school adult, continuing his education in order to improve his work or his family life, or to undertake his responsibilities as a citizen and a member of his community, or to develop as a thinking, spiritual, aesthetic human being, he requires books and other printed materials, and recordings of sounds and pictures to help him to learn.

The thin line that exists between self-education and wholesome recreation is of little importance. It is important, however, that every person have the means to make his use of leisure time constructive. Whether a child or an adult wishes to live the multiple lives opened to him by the writers of prose and poetry, by the makers of music, or the painters and sculptors, he should have access to the best of literature, music and art; and he should be encouraged to try the pleasures awaiting him in these. If he wants to be a maker—of a symphony or of a garden—he should find guidance for his mind and his hands. Should his joy be in mental speculation, the writings of the philosophers and the scientists should be within reach. Whether he travels, or engages himself in the work of organizations, or takes his family to the zoo, he should be able to make his leisure more enjoyable and productive through the use of readily available library services and materials.

In order to reach this goal of providing library service that will enrich personal lives and increase the competency of people in their vocational and civic roles, many types of libraries are necessary:

Public library systems to meet the personal needs of children, young people and adults;

School libraries in every elementary, junior high and high school, as an integral part of the instructional program;

College and university libraries to meet the curriculum and research needs of students and the teaching and research faculty;

Special libraries in such public service institutions as departments of government and historical societies, and in commercial and industrial institutions, to meet the research and operational needs of the staff;

A state library to provide coordination of library services in the state, leadership in library development, and resources to enrich and supplement the collections and services of all libraries; and to serve state government offices directly.

The individual libraries, each serving a primary function related to the needs of its immediate clientele, can contribute to the achievement of these goals through voluntary, planned cooperation. Together they can comprise a state-wide network of library service, each sharing its strengths with others, and gaining new strength through increased communication and joint endeavors.

The steps toward the goals are the expansion and improvement of each type of library service, and the development of cooperative activities among libraries of the same type; and the establishment of frequent communication among all types of libraries for the realization of common goals.

The beneficiaries of such a plan of action are the people of the state, who as they gain service, will in turn be able to contribute more effectively to their communities and to the future growth of Montana.

Public Library Systems

"If the United States is to continue to lead the world, the people of the United States must continue to expand their mental horizon; and their best means of doing so is by constant, intelligent use of the public library."[1] So wrote Gerald W. Johnson, an American historian. He also wrote, "The public library is a way of escape from the narrow area of our individual lives into the field, finite, no doubt, but unbounded, of the wisdom and experience of all mankind."[2]

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[1] Johnson, Gerald W., "Role of the Public Library" in *Public Library Service: A Guide to Evaluation, with Minimum Standards.* American Library Association, 1956. p. xiii.

[2] *Ibid.*, p. ix.

In Montana, almost one-sixth of the people have no public library service.[1] Many others must depend on libraries with limited collections and services. They are cut off from the wisdom and experience of mankind, and of a major means of expanding their mental horizons.

Common sense indicates that small communities are not able to provide large public libraries, with extensive, up-to-date reference collections; collections of books, periodicals, films and recordings covering all subjects, and including the great works of all time and all nations; special services for the very young and the very old, the intellectually advanced and the beginner in learning; and the skilled staff to select the collection and work with the public to enable them to use it to advantage. Fortunately, ways have been devised to lift the limitations of such small communities, at the same time strengthening the services in larger, neighboring communities. Libraries band together in groups called systems, working together to make a wide range of library materials and services available to all residents of the total area. Some systems are consolidated under a single administration. The type of system that suits Montana's needs best is called the federation, described below.

A federation requires a strong central library under the direction of a qualified librarian to guarantee imaginative and effective leadership. Boards of Trustees of city libraries and Boards of County Commissioners (who are the trustees of county libraries) arrange with the federation for service. The agreements specify services to be received, method of administration and the amount to be paid by the contracting agency. These agreements are in effect on a continuing basis until terminated by a notice of one of the parties, six months prior to the dissolution of the agreement. A yearly review of the amount paid for services is provided for in the agreement. A board made up of representatives from participating units may act in an advisory capacity to the federation. Local Boards of Trustees continue to function as legal entities responsible for their local libraries.

The services provided by the federation may include centralized ordering, processing, and cataloging; a uniform library card which permits residents to borrow from any library in the system; group purchase of books, supplies, and equipement at increased discounts; in-service training and expert advice and counsel for local librarians

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[1] Biennial Report; Montana State Library Commission, January, 1968. p. 20.

from the professional staff of the federation. Bookmobile services are shared, as are extensive reference services from the federation, and an intensive area-wide public relations program. The total materials collection available to all units of the federation is greatly increased.

The federation has been selected as the most appropriate system organization for Montana because it is built on the solid foundation of a strong central library; it allows each local library to continue to serve its own clientele, to join or not to join a system as it wishes, to have a voice in the governing of the system if it does join, to retain its own local governing and taxing authority, to gain strength from a larger resource unit without being controlled by it and to withdraw from it if it so wishes. The federation retains the priceless advantages of initiative, responsibility and pride of ownership in each community; and it extends service into areas that have previously had no library service.

Montana has a number of libraries capable of developing into federation Centers. They are so located that every part of the state may be served by a federation, and every person may thereby have access to the kind of library service that Gerald Johnson describes as necessary to the welfare of the people and of the country. Montana's goal is federated public library service for everyone.

School Library Service

In Montana schools, founded on the proud American tradition of education for everyone, each child is dealt with as an individual. His special interests and abilities are recognized, and his teachers offer him opportunities to study and to grow independently. He can do this if he has access to books and other materials that are suited to his ability to absorb information, and that engage his interest and stimulate him to think. As soon as he is able to read, he should find at hand a variety of the delightful books of all times, to give him pleasure and practice in the use of his new skill. Throughout his school life he should know the joy of reading, of the discovery of ideas, the satisfaction of his curiosity, and the acquisition of reliable information.

Teachers and administrators know that a school library, with a good collection of appropriate materials and continuing instruction in their use, is essential. The school library is basic to the instructional program; it is in itself a method of instruction, and a necessary part of a school program that is dedicated to helping

every student learn as much as he is able, and to develop habits of life-long learning.

Not all school children in Montana have access to the school library services they need. A survey[1] made in 1961-62, indicates that many elementary schools have no centralized libraries, and that secondary schools frequently combine study hall and library quarters to the detriment of both programs. The average Montana school employs a librarian for two and a half hours, or less than half a day. The average includes those schools with full-time librarians, as well as the 527 elementary schools reporting no librarian, and 25 secondary schools reporting that the librarian has no time during the school day to serve the students.

Progress has been considerable since 1962. Recent statistical reports on school libraries from the Office of the Superintendent of Public Instruction show gratifying improvement in the development of the school library program. Accreditation standards for both secondary and elementary schools have been revised upward and are now in the process of further revision. The position of Supervisor of Library and Visual Aids has been filled and a State Library and Audio-Visual Committee, consisting of leaders in education and in every type of library in the state has been appointed. Montana is moving closer to the day when every school child will have the library resources he needs.

To meet the goal, an organized basic collection of high quality materials is required to support the curriculum of every elementary, junior high school, and high school in Montana. Long range planning should lead to the development of central collections from which the individual schools may secure the special materials that are needed from time to time.

Each school should have the services of a qualified librarian even if at first these are part-time services. Long range planning should lead to the employment of library supervisors for the schools of a district, a county, or within a given geographical area. Such a supervisor can coordinate and strengthen the library services of each school, and enable the school librarian to give greater services to teachers and students. Total services throughout the state will be coordinated by the state school library supervisor and his staff in the Office of the Superintendent of Public Instruction.

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[1] *Montana Public School Library Statistics*, 1961-1962. A study made under a grant to Montana from the School Library Development Fund, sponsored by the American Association of School Librarians, a division of the American Library Association. Mimeo. Available from the Montana State Library Commission.

College and University Libraries

In the development of state-supported colleges and universities, Montana has recognized the importance of higher education to the state as a whole. She is fortunate in having, in addition, privately supported institutions to serve the people of the state.

Colleges and universities, by providing advanced education for qualified students, enrich the leadership potential of the state. In addition they serve as centers of research, increasing and organizing knowledge for the welfare of society. Although a college or university stimulates intellectual development of its own community, its influence extends far beyond the boundaries of the municipality in which it is located.

The library has always been recognized as essential to the college or university. The library collection includes the heritage of knowledge and thought, and the tools for the pursuit of new knowledge. Qualified library staff members assist students, faculty and other scholars and research personnel in making ultimate use of the collection for their many significant purposes.

Although some institutions of higher education in Montana have extensive and distinguished library collections, magnificently housed, with well-qualified staff, not all of these institutions have the library facilities that they need to enable them to fulfill their objectives. A college and university library program for the state of Montana requires an adequate, curriculum-based collection in each institution, with a staff qualified to provide essential services to students and faculty, whether they are based on campus or on various extension sites. Collections in depth are necessary at the institutions whose research staffs have the greatest needs for such materials. In long-range planning it is essential that duplication of special materials be avoided wherever possible. Access to the research collection is necessary for all who are in serious pursuit of knowledge, whether or not they are students or faculty members of institutions of higher learning, in so far as this is possible without deprivation of the local college community.

Special Libraries

Industries and business houses establish libraries to provide their employees with the materials and services they need to perform their work effectively. Such libraries have no obligation to open their resources to any but their specified clientele, although many of them have a fine record of cooperative assistance to other libraries in their areas. In Montana, other special libraries serve such institutions as Veterans Administration hospitals and state hospitals, armed forces bases, medical laboratories and historical societies. The state maintains a law library for the use of the legislators and other officers of government and members of the public having need of its services.

All hospitals and sanitariums require special libraries to meet their patients' needs for wholesome diversion and education to prepare them for the life they will lead when they leave the hospital, as well as library service to enable the medical and nursing staff members and students to achieve their professional goals. In every correctional institution, the program of rehabilitation requires access on the part of staff and inmates to appropriate library services within the institution.

Associations and museums concerned with research require collections in great depth and qualified librarians to make such collections usable. Such a library advances the purposes of the association it serves by enabling staff and membership to perform their professional and volunteer tasks more effectively, and to add to knowledge through study and research. When such a library is open to anyone in the serious pursuit of knowledge, it adds greatly to the advancement of scholarship and research in the state.

State Library Agencies

In the United States the responsibility for education rests essentially at the state level. Since library service is basic to education, all of the states of the Union have accepted some responsibility for the development of library services.

The introduction to *Standards for Library Functions at the State Level*[1] states:

> "The many and varied responsibilities of state government for library service naturally group under five headings, all of which must be available in a full program:

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[1] *Standards for Library Functions at the State Level.* American Library Association, 1963, p. 1-2.

> Resources of state-wide value for both government and citizens, in subject fields ranging from broad questions of public policy to law and history of the state.
>
> Special library services for state government—to officials, agencies, and institutions.
>
> Consultant and promotion services for those libraries which bring facilities close to readers, particularly public libraries serving communities and school libraries serving educational institutions.
>
> Sharing with local government the financing of both public library systems and school libraries as fundamental institutions within the total educational program of the state.
>
> Research and planning leadership to stimulate steady improvement in state-wide library resources.

The purposes behind the several activities and responsibilities are clear: to provide for the education of the citizens of the commonwealth, to promote both economic and cultural life in the state, and to support rational, informed government in the conduct of its affairs."

In Montana the state vests primary responsibility for library service in three agencies, the State Law Library, the Office of the State Superintendent of Public Instruction, and the State Library Commission. The first provides "resources of state-wide value for both government and citizens . . . in . . . law," and one kind of "special library services for state government". The Superintendent of Public Instruction provides "consultant and promotion services for . . . school libraries serving educational institutions." In addition, through the provision of special libraries for state hospitals and the Montana Historical Society, the state provides further "special library services for state government . . . to . . . institutions."

All other state library functions are vested in the Montana State Library Commission. It is empowered:

> To give assistance and advice to all-tax-supported or public libraries in the state and to all counties, cities, towns or regions in the state which may propose to establish libraries, as to the best means of establishing and improving such libraries;
>
> To maintain and operate the state library and make provision for its housing;
>
> To accept and to expend in accordance with the terms thereof any grant of federal funds which may become available to the state for library purposes;
>
> To make rules and regulations and establish standards for the administration of the state library, and for the control, distribution, and lending of books and materials;

To serve as the agency of the state to accept and administer any state, federal, or private funds or property appropriated for or granted to it for library service or to foster libraries in the state and to establish regulations under which funds shall be dispersed;

To provide library services for the blind;

To furnish, by contract or otherwise, library assistance and information services to state officials, state departments, and residents of those parts of the state inadequately serviced by libraries;

To act as a state board of professional standards and library examiners and develop standards for public libraries and adopt rules and regulations for the certification of librarians;

To employ as its executive officer a librarian who shall be a graduate of an accredited library school and who shall have full responsibility for carrying out the program of the Commission in accordance with the policy set by the Commission.

Thus, *to a degree,* Montana meets all of the state responsibilities for library service. Under the present federal Library Services and Construction Act which will provide funds for public library development to public libraries from 1965-68 on a matching basis with state and local funds, the state, by virtue of its support of the State Library Commission, shares "with local government the financing of . . . public library systems."

For state library agencies that enable the state to meet its responsibilities fully, strong subject collections and *fully* qualified specialists in all types of library service are required. Long range planning should lead to the transfer of the State Library Commission headquarters from Missoula to Helena, in order that the services of the Law Library to the legislature and other government personnel may be complemented by materials on the variety of subjects that are the concern of modern government, and by the services of librarians who are expert in the use of such materials.

Long range planning should also be concerned with arrangements to continue the state's role of sharing with local government the financing of public library systems when the present federal program is terminated.

To Achieve Our Goals

Montana has a strong base for the development of a state-wide library program that will serve all of the people of the state competently, and thus enrich its greatest natural resource. This base has been built through democratic procedures. The people have defined their needs, and the various governmental bodies have enacted legislation and appropriated funds to meet them. For library service that is not properly the responsibility of government, such as that for private educational institutions and associations, the people most concerned have solicited and contributed funds.

At this point in time, the needs for library service are outdistancing library resources. Appropriately, the Montana Library Association, through its widely representative Library Development Committee, has paused to take stock, and to develop a long range plan in order that movement toward a comprehensive state-wide library program can be accelerated.

Four areas of work can be delineated:

SETTING GOALS FOR INDIVIDUAL LIBRARIES
PLANNING FOR IMPROVED LEGISLATION
SECURING ADEQUATE FINANCES
ENLISTING COOPERATION

Setting Goals for Individual Libraries

Where are we and where do we want to go? All plans depend on the answer to these questions. All success can be measured in terms of progress from the base line toward the goal.

For individual libraries, of all types, standards have been developed for evaluating the adequacy and the quality of all aspects of library service. The essential first step toward quality library service in Montana is the evaluation of each library through the use of these generally accepted standards.

Academic Libraries

Although research collections cannot be evaluated by any general standard, the general collection and services for undergraduates should be under continuous evaluation by the library staff, the faculty, and the administration, as well as by outside accrediting agencies. "Standards for College Libraries," *(College and Research Libraries*, 20:274-80, July, 1959) provides a means of measuring adequacy and quality.

Public Libraries

The principal evaluative tool for public library systems is *Public Library Service; a Guide to Evaluation, with Minimum Standards,* (American Library Association, 1956), and its supplement, *Costs of Public Library Service, 1963.*

For small public libraries, both those within systems and independent libraries that have no immediate prospects of joining systems, a separate guide, based on the above, has been provided. It is *Interim Standards for Small Public Libraries: Guidelines toward Achieving the Goals of Public Library Service.* (Public Library Association, a division of the American Library Association, 1962.)

School Libraries

Comprehensive in that it offers standards for small as well as large school libraries, *Standards for School Library Programs,* prepared by the American Association of School Librarians in cooperation with the American Association of Colleges for Teacher Education (American Library Association, 1960), is the principal evaluative aid for school libraries.

As an interim measure of adequacy and quality, standards have been developed by the Superintendent of Public Instruction, and are contained in the *Guide for Montana School Libraries* and in *Standards for Accreditation for Montana Elementary and Secondary Schools.*

Special Libraries

Standards for special libraries have been developed by the Professional Standards Committee of the Special Libraries Association. The approved Standards have been published in *Special Libraries,* December, 1964, pages 671-680, and will serve as a guide for the evaluation of special libraries of all kinds.

Hospital libraries use a booklet, *Hospital Libraries, Objectives and Standards.* (American Library Association, 1953) as a guide to the measurement of adequacy. It is currently under revision by a joint committee of ALA, the American Hospital Association, American College of Surgeons, and the National League of Nursing.

"Objectives and Standards for Libraries in Correctional Institutions" *(American Journal of Correction,* July-August, 1962)[1] provides a measuring tool for libraries in prisons, training schools, and other such institutions.

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[1] Reprints available from Association of Hospital and Institutional Libraries, ALA, 50 East Huron Street, Chicago, Illinois.

State Library Agencies

Standards for Library Functions at the State Level (American Library Association, 1963) describes the scope of the library functions that are the responsibility of state government, and establishes standards for the meaurement of the adequacy and quality of such services.

All of these sets of standards are concerned with requirements for a *minimum* level of service. Each describes levels of resources, functions, and services that have been reached and surpassed by currently operating libraries, and that are, therefore, realistically possible of achievement.

Using the Standards to Evaluate Library Service

The use of standards as an evaluative guide requires self-discipline on the part of everyone concerned. For those whose libraries are still far from the goal, there is a temptation to dismiss the standards as unrealistic, idealistic, or the product of impractical dreamers. It is tempting to let oneself believe that "our situation is different—those standards don't apply to us." There is consolation, or excuse, in thinking, "The standards are so far from where we are that there is no use in trying." It takes courage to face the facts, to admit that a library that has not yet met the standards is not offering even a *minimum* level of service; that no library is so different that its ability to give adequate service cannot be measured by standards; and that the hardest job will never be accomplished unless it is begun—and that the time to begin is right now.

Who is concerned with the evaluation of libraries? The staff, of course, but the responsibility is shared by others. In schools, colleges and universities, administrative officers and faculty committees must help. Public libraries and state library agencies should have the services of boards of trustees and library commissions. Officers of institutions and organizations supporting special libraries share in their evaluation.

Naturally, all of these people cannot, standards in hand, probe into every detail of the library's operation. Leadership is required. When a library has a professionally educated librarian at its head, the leadership role falls to him. In situations where only untrained people are attempting to provide the service, the leadership devolves upon representative members of the community.

The leader begins by reading the standards with an open mind. He notes the scope of services that his type of library should provide; the extent and nature of the collection and the staff that is

required; the kind of housing that will make the collection available and the staff able to perform the services. He studies the kinds of organization and policies necessary to achieve efficiency and high quality of performance.

The next step is to note where the library falls short, gathering as much factual information as possible. For quantitative matters this is relatively easy. The number of books or magazines can be counted. The number of staff members is obvious, and the extent of their training and experience can be ascertained. Crowded, run-down or poorly arranged housing can be seen. Qualitative judgments are more difficult to make. An outside expert may be needed to determine the quality of the collection, the efficiency of routines or the value of certain services in relation to their cost in time and money.

The leader then urges the others who have direct responsibilities for the library to read the standards, and a fact sheet that he has prepared to indicate where the library falls short. By assuming leadership, he has committed himself to the concept of effective library service and its value to the community, academic or public, that the library serves. He explains his commitment, if he has not done so frequently before, and tries to recruit less committed colleagues to his point of view.

The evaluation has been made, and has been shared with the trustees or committee members who govern the library or advise on its government. The next task is to set priorities. What must be done first? What can be accomplished in the next year? What shall be aimed for in two years, or five, or ten?

If the city engineers have condemned the building, the library must be moved at once. If the services of a professionally educated librarian have not been available for the necessary planning of improvements, these services must be secured immediately. If the collection falls dismally low on the scale of adequacy, it must be increased and improved as fast as possible.

Such high priorities are usually obvious. It is not easy to determine the order of the others. Roughly they may be organized under two main headings—those that can be accomplished under the existing conditions of housing, staff, government, and support, and those that require major changes and increased resources. Steps under both of these headings can be taken simultaneously. In fact, once the standards have been used for a serious evaluation of the library, a number of improvements will always be underway, at any

given time. The means for organizing all of these activities is a time-table—a list of goals and the date by which each should be accomplished. The time-table will serve as an evaluation device, too. It answers the question, "Are we moving fast enough toward our goals?" Best of all, as an index of progress, it adds to the sense of accomplishment of those who are working hard for an ultimate objective that may be some years away.

Where no library service exists, as in the case of some schools in Montana, some public communities, and some junior colleges, the process of developing service begins with a study of the standards, also. Whoever undertakes the leadership—a principal, or president, or teacher, or a community leader—will turn to the experienced, professionally trained staff members of the Montana State Library Commission, the Superintendent of Public Instruction, or of an established college or university library for help and guidance. Difficult as it is to create a library where none has existed before, there is one advantage. Appropriate goals can be set and every action that is performed can lead to their achievement. Since no mistakes have to be undone, no unfortunate traditions broken, the rate of achievement should be steady and rapid.

Planning for Improved Legislation

The laws of the State of Montana concerning libraries deal with the State Library of Montana, County and Regional Free Libraries, City Free Libraries, State Law Library, Historical Society—Library and Museum, and School Libraries. In addition certain miscellaneous laws exist relating to public libraries.[1]

Such laws should be reviewed regularly to insure that they are accomplishing their purposes in a changing society. New laws may be required and old ones may need amendment.

Montana State Library Commission

The revised law concerning the Montana State Library Commission has considerably broadened its powers and responsibilities. There is now provision for the establishment of standards for both the state library and public libraries, authority to adopt rules and regulations for the certification of librarians and authority to administer a program of state aid when the funds necessary for such program are appropriated.

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[1] *Library Laws of Montana*, compiled from Revised Codes of Montana, 1947, amended 1961. Issued by the Montana State Library Commission.

The *Standards for Library Functions at the State Level*[1] should be studied carefully and future legislation should be based on its recommendations. Consideration should be given to a law which will permit Montana to enter into interstate compacts with other states and other enabling legislation.

Public Libraries

The statutes governing the establishment, government and maintenance of county libraries, and city free public libraries are not uniform. A county library may be established by the county commissioners upon receipt of a petition signed by 10% of the resident taxpayers, after due public notice and hearings. A joint county or regional library may be established by action of the two or more boards of commissioners. A city free public library may be established by ordinance only after the qualified electors have voted for the establishment of the library at a regular election.

County libraries are under the governance of the county commissioners. Joint county or regional libraries are under the governance of a board of five trustees appointed by joint action of all the county commissioners in the district. No powers or duties are specified for such boards. The trustees of a city or town library are appointed by the mayor with the advice and consent of the council. The number of such trustees and their duties must be prescribed by ordinance.

The tax support of a county library, or a joint county and regional library, must not exceed two mills; of a city or town having an assessed valuation of less than $750,000.00, three mills; and of a city or town having an assessed valuation of more than $750,000.00, three and one-half mills.

Such discrepancies in laws arise from the fact that they are made at different times. It is not the intention of the legislators to give privileges to one group of local governmental officers, or one body of citizens, and deny them to others. Neither is it their intention to allow one community to provide a given level of library service, and deny that privilege to another. Thus it becomes necessary to review the laws and to bring them into harmony with one another in the cause of equality among communities and citizens, and in the cause of a state-wide program of library service.

Establishment of public libraries by action of the duly elected local governing body after due notice and hearings is a simple and

[1] *Standards for Library Functions at the State Level*, op. cit.

democratic procedure. Every public library should have a board of trustees whose members, duties and powers are described in state law. The maximum amount of local tax support should be a matter of local decision. Such provisions should replace the present inconsistent and out-of-date statutes.

State Aid to Public Libraries

At present, the Library Services and Construction Act passed by the U. S. Congress in 1964 provides Montana with funds that may be expended for the development of public library service under a plan approved by the Montana State Library Commission. When the Act terminates in 1968, Montana should be ready to continue the program. The new law concerning the state library provides authority for a program of state aid. Efforts should be made to secure an appropriation, and in anticipation of this the state library with the help of the Montana Library Association should work out detailed regulations for a good plan.

School Libraries

The statutes concerning school libraries as branches of a county library (contained in the laws concerning county and regional free libraries) should be repealed. They provide for an antiquated and inadequate type of school library service, and are out of harmony with the efforts being made by the Superintendent of Public Instruction to encourage and assist local schools to develop effective school library programs.

The Montana laws on school libraries are for the most part out-of-date and inadequate. They provide for the distribution to schools of lists of books, prepared by the State Superintendent of Public Instruction and approved by him as suitable for school libraries, including the lowest price at which such publications can be purchased, and the terms. They give the duty of selecting books from these lists to the county superintendent and boards of trustees, acting together. They designate the use of the school library not only for the use of the pupils, but of all residents in the district.

The present law vests full authority in the Superintendent of Public Instruction for the school library program. New legislation, updating the above procedures should originate in his office, developed within the framework of existing school laws.

Process of Legislative Change

The machinery exists for an orderly responsible review of library legislation, and for developing proposals for change. The Legislative Committee of the Montana Library Association is a

standing committee to "consider all legislation pertaining to libraries in Montana and make recommendations to the Association. The Committee shall also make arrangements for the Association to be represented during legislative sessions at which library legislation of interest to the Association is being considered."[1]

The Montana Library Association is representative of all types of libraries. It has within its membership a fund of knowledge and experience. As a chapter of the Pacific Northwest Library Association, and the American Library Association, it can call on either association for needed counsel. In reviewing the laws, and drafting proposals it can secure the cooperation of other associations made up of interested and informed members, such as the Montana Education Association, the Montana School Board Association, the League of Women Voters, the Congress of Parents and Teachers and others.

The Legislative Committee of the Montana Library Association should make a thorough study of all laws relating to every type of library. Working closely with the Superintendent of Public Instruction and the Librarian of the Montana State Library, the committee should make a comprehensive, coordinated review of present laws and prepare recommendations for new library legislation that will provide flexibility for the development of all types of libraries.

Planning for Adequate Staff

The crux of library service lies in the staff. From the selection of the collection to its organization, from the day-by-day routine operation of the library to the services performed to meet each user's needs, competent, appropriately trained staff is required.

Using Staff to Best Advantage

People with professional education in librarianship are in short supply all over the country. In order to make the best use of their background and knowledge, it is essential that people with graduate education in librarianship be assigned those duties that can be done properly only by persons of such background; and that competent people with other capabilities be assigned to work under their direction and with their guidance.

For every library job, a careful, accurate job description should be written, based not on the capabilities or tastes of the incumbent,

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[1] Montana Library Association Constitution and By-laws, Article V, Section 1, c. Montana Library Association Proceedings, 1964. *Montana Libraries*, vol. XVII, Supplement, July, 1964.

but on the nature of the work to be done if the purposes of the library are to be achieved. Jobs should be categorized in relation to training—those that require graduate education in librarianship; those that can be done by people who have had some library education as part of their undergraduate program; those that can be done by college graduates with no library education; and those of a clerical or business nature that can be done by clerical staff.

Such descriptions should then be evaluated in terms of the responsibility inherent in the job; the judgment needed to perform it; and the variety of situations the incumbent will face in carrying it out. On such evaluation will depend the placement of the job on a salary scale, and in the flow of authority and responsibility.

The smaller the library, the less opportunity exists to differentiate jobs for the greatest efficiency. In a one-man library, where a librarian is expected to select and purchase materials, catalog and prepare them for use, develop and perform routines of shelving, circulation, record-keeping and mending, meet crises, plan library development, and give reference and reading guidance service, the bulk of his salary, at a professional rate, is being spent for work that could be performed adequately by people paid at pre-professional, clerical and page rates. The professional responsibilities involved, however, could not be carried by such people.

Small libraries are essential. A community with fewer than 5,000 people needs library service as much as the big city. The school with 200 pupils needs a library as much as (or more than) it needs any other part of its instructional program; a small college is still an institution of higher education, with its entire program dependent to a large degree on the extent and quality of its library collection and services.

Ways of solving the personnel problem of smaller libraries have been devised. One of those is the centralization of technical processing services, a short-hand term for the ordering (but not the selecting) of materials, unpacking them, checking invoices, cataloging and classifying the materials, preparing and duplicating catalog cards and book cards, typing and posting necessary labels on pockets, printing numbers on books, and if necessary, spraying them with preservative. Thus, a librarian performs his highly professional duty of selecting the books needed for his clientele, sends the list to the Technical Processing Center, and receives, in due time, the books ready to go on the shelf, with the catalog cards ready to be filed. At the Center, one (or more depending on the size of

operation) professionally educated librarian plans the work, supervises staff, deals with problems, and classifies and catalogs the books. All of the other work is done by clerical and page staff, paid at an appropriate rate for the level of their work. If the book orders are placed by the Center, the bulk of the purchases guarantees the highest discounts on the purchase price.

Another way of meeting the problem of the small library is to employ a person with a college degree, perhaps with some undergraduate courses in librarianship. This is, of course, totally inadequate unless he has the guidance of a professionally educated consultant or supervisor. One such consultant can assist a number of people to give excellent library service. He works with them to plan their programs. He does the difficult and professional tasks of pre-selection of materials; he develops lists, or preferably a central collection, with the cooperation and suggestions of the librarians of the small units. Each of these may select the materials most useful to his clientele for his permanent collection, or he may borrow materials to meet special and occasional needs. The supervisor or consultant provides training opportunities for the librarians, helping them to learn the most efficient and effective ways of meeting each clientele's needs. He serves as a trouble-shooter, an adviser, a bulwark of strength.

These methods, applicable to all types of libraries, were developed to improve service in libraries that could not secure the services of a professionally educated librarian. So successful were they that they have been extended to serve libraries with many professional staff members, who welcome the services of their colleagues with time and opportunity for planning, study, and preparation to assist them in their work.

In public libraries, the metropolitan system of central libraries and branches and the federation of local independent libraries (see p. 5-6) provide central technical processing services, a broad collection of materials on which the local unit can draw, an in-service training program, and with the co-operation of the local staff, planning for all the units to insure equality of service for the people in all of the communities represented. In the federation, the largest, strongest library in the area is designated as the center, and the consultants needed, such as specialists in adult and children's services, or reference services, are based there.

In large school systems, a school library supervisor is a member of the administrative staff, comparable to the curriculum supervisors. He organizes central processing and the central collection of

materials. He works with the librarians in the individual schools to develop a program of library instruction (insuring that the programs in the elementary, junior high, and high school follow a logical progression without gaps or overlap), and provides in-service training as well as advice and help for each librarian individually. He is able to interpret to the administrative staff of the school system the role of the library in the total instructional program.

Small school systems cannot afford supervisors, any more than small individual schools can afford—or use to advantage—professionally educated librarians. Many of them may, however, pool their resources, and establish a central office to provide a supervisor and staff, and a central collection to serve their needs. Thus they will be able to enjoy the advantages that the larger schools have.

In a similar manner, several small colleges may employ a consultant or supervisor to assist their staffs. A small college library can contract with a larger one for technical processing services and for consultative services.

If the best use is to be made of staff, it is essential to differentiate the jobs they do. This can be done only when a number of units can share the services of the mostly highly educated and experienced people, as in a metropolitan public library system, a federation of independent public libraries, a large school system, or a cooperating group of small schools, a large college or university library, or a cooperating group of small colleges.

To meet the needs of the library systems already in existence, and to be prepared to assist when more systems and cooperating groups are organized, a program to develop job descriptions, job evaluations, and classification and pay scales should be undertaken. This might well be a joint undertaking of the Montana State Library, with the assistance of the Montana Library Association and the Montana Education Association. Since such an undertaking on a state wide scale is no easy task, funds should be sought from the legislature or from foundations, or both, to accomplish it. The assistance of experts will be required.

No library or library system would be obligated to accept such descriptions and scales, but each would have the advantage of studying them, and using them, as far as seemed feasible, as a guide.

The process would involve the preparation of a format for job descriptions and a manual for writing them, to be prepared by experts. Each participating library would then ask each member of

the staff to keep a diary of his activities for a week or more, and to add other activities he performs less frequently. A committee of librarians, with the help of the experts, would edit the descriptions for uniformity. The expert and the committee would then evaluate the jobs, and arrange them in a classification scale. Suggested salary ranges for each classification would be determined. Such scales would, of course, require review and revision from time to time.

It is conceivable that the job descriptions would show a confusion of professional, pre-professional and clerical tasks that would not lend itself to classification. Awareness of such a situation (which is likely to develop over a period of time without being noted particularly) would alert those in charge of libraries to reassign duties for greater efficiency. It might point out the need to employ more clerical and page staff to allow pre-professional and professional librarians time to perform the duties for which they are being paid. Whether the job study resulted in a useful scale or postponement of the writing of such a scale until jobs had been redefined, it should greatly improve the manpower situation in the state.

Need for More Staff

The improvement of the use of the current number of employees in the libraries of the state would not bring about sufficient improvement to provide a state-wide library program of minimum service. School, public, academic and, probably, special libraries lack sufficient numbers of staff members to accomplish the work that needs to be done. The State Library Commission employs a qualified experienced librarian who not only plans and directs the work of carrying out the policies of the Commission, with the aid of one professionally educated assistant and a minimum clerical staff, but serves as a field consultant, with the aid of one part-time assistant. In a state the size of Montana the travel time necessary for the visiting of local libraries is in itself staggering, and the variety and nature of the problems with which a field consultant deals requires additional time for study, thought and planning, and conferences with innumerable officials at state and local levels.

In the Office of the Superintendent of Public Instruction, the incumbent of the position of Supervisor of Library and Visual Aids can give only half time to assist the schools of Montana to develop full library service. The shortages of staff at the state level are reflected at every level. In many situations, the officials of the col-

lege, school, or community are willing and anxious to employ additional staff, but cannot fill the positions.

Two sets of problems exist. One is concerned with securing clerical and pre-professional employees—those with college degrees but no education in librarianship. The other is concerned with the employment of people with some undergraduate work in librarianship, and of people with graduate professional library education.

Increased Salaries

To employ the first group, the library must meet the salaries of the local market. It must be prepared to meet at least the average salary such people would be paid in comparable positions in other establishments of the community. The jobs in college and public libraries for pre-professionals offer some disadvantages in evening and Saturday schedules. In school libraries, the 9 to 10 months employment may be an advantage to some people, but is a disadvantage to others. Once a job study is completed, and equitable salary ranges suggested, officials will have some guidance in determining competitive salaries. At present, the currently offered salaries would be compared with the going rate, and raised if necessary. If jobs are unfilled at this level, it is obvious that they are unattractive. Assuming that good administrative practices insure that the employee will experience satisfaction in a job, other matters must be considered. Salary is of prime importance. If the job must be performed in a building that offers miserable working conditions, or the job requires split schedules and work outside of the usual 9 to 5 period, additional salary must be offered to compensate.

The situation is different where employees with education in librarianship are required. Here the market is at least state-wide, and for those with graduate education, nation-wide. In 1963 the average salary paid to graduates of accredited graduate library schools, without experience, was $5,902.00. The middle salary in the range between the lowest and the highest was $5,750.00[1] Many of the graduates were not free because of family responsibilities or other factors, to travel to any part of the country to take a job. Thus, the competition for the relatively few available people was intense. The large libraries had a distinct advantage, offering opportunities for advancement, excellent working conditions and clearly defined

[1] Strout, D. E. and Strout, R. B. "Malady Lingers on", *Library Journal*, 89:2547-55, June 15, 1964.
(Note: the average salary reported each year has been approximately $200.00 higher than the one reported the previous year. Note, that the figures given are for 1963).

jobs under supervisors with whom the employees may develop professionally.

Two concerns enter here. The first is the immediate one of competing in this tight market—even tighter for experienced graduate librarians able to accept supervisory or consultative responsibilities. The answer is increased salaries. Montana's beauty, the friendliness and independence of its people, the promise of its future, have not been experienced by people in other states. When they are asked to come to Montana to take a position, they look at the job, not the state. The jobs that are available are hard ones. Supervisory and consultative jobs must be developed from scratch in most instances. Librarians in many libraries are expected to achieve results with inadequate collections of materials, with insufficient staff, and in non-functional buildings. Without a genuinely good salary to compensate for these disadvantages, qualified people are not tempted to come.

By recognizing the nature of the competition and meeting it, those concerned with adequate library service can probably secure more qualified librarians for Montana than it has now. Without question, the number employed will be far fewer than the number needed. Other measures must be taken.

Library Education

A quick response to the problem is the suggestion that undergraduate courses in librarianship be given in more colleges, and that a graduate library school be established in the state. This is not a practical, reasonable suggestion.

An undergraduate program, to meet accreditation standards, must employ at least one full-time qualified instructor in library science, and meet certain requirements in the provision of appropriate materials. Unless a large number of students register for the library program, the cost per student becomes astronomically high. Undergraduate courses are now offered in all of the units of the Montana University System, with varying levels of competence. A thorough study should be made of the present programs to evaluate the courses, the collections and the staff. Money used for programs that do not meet accreditation standards is money ill-spent.

A graduate library school, capable of accreditation by the American Library Association, is a more extensive and costly operation. It requires the services of a faculty of highly educated and experienced people who can command high salaries. It must have an extensive collection of costly special materials, including audio-visual

materials and the equipment to use them, as well as other laboratory materials for research and practice. Its presence in a state does not guarantee an adequate number of graduates who will take positions in the state. The greater the population of the state, the greater the probable number of graduates. Washington, with a population of over 3 million people, has a distinguished library school, established in 1911. The number of graduate students enrolled in the fall of 1963 was 132, of which 83 were from Washington. With 1/5 as many people to draw from, a new school in Montana would be unlikely to enroll enough students to justify its existence.

In Montana, with its much smaller population, careful consideration should be given to the facts before any effort is spent on agitation to establish a graduate library school, or to develop undergraduate programs in a number of colleges.

Without such facilities, however, Montana suffers from a lack of library personnel. Since it is difficult to entice enough qualified people to the state, it seems reasonable to educate Montanans who will undertake their professional education with the objective of taking library positions in their home state. This can be done by the development of an effective recruiting program based on the availability of scholarships.

Recruiting and Scholarship Program

A successful recruiting and scholarship program depends on a number of factors. A careful policy must be developed to insure that the scholarships are adequate, and that they are given only to qualified people. Such a policy must be widely advertised among librarians and other educators, particularly guidance councilors. The advantages of librarianship as a career must be interpreted to parents, teachers, and members of civic organizations. A position suited to his talents, interests, and education, with an adequate salary, must be made available to each scholarship holder upon his graduation.

To accomplish this, the Montana Library Association should expand the responsibilities of its Scholarship Committee to include recruiting. The Committee should immediately make a study of scholarship and recruiting programs in other states, particularly Pennsylvania[1] and South Carolina,[2] and seek all available information from the Office of Recruitment of the American Library Asso-

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[1] Ricking, Myrl, "The Pennsylvania Story" *ALA Bulletin*, 57:670-1, July, 1963.

[2] Littleton, I. T. "Library Recruiting Programs in the Southeast." *Southeastern Librarian*, 8:81-5, Fall, 1958

ciation. Evaluating this information in relation to Montana's particular circumstances, the Committee should formulate a detailed plan for an intensive and continuing program.

Such a program will require money. At the least, funds will be necessary for the printing or purchase and distribution of leaflets and brochures directed to different audiences, such as parents, guidance counselors, prospective candidates, and others. Such material must be the most attractive possible, designed by experts, and well printed on good stock.

In addition, the program may call for a part-time or full-time recruiter (as in Pennsylvania) to travel about the state seeking likely recruits, and to coordinate all publicity activities.

The greatest expense, of course is for scholarships. Some may be offered to qualified juniors or seniors in college, to encourage and enable them to enroll in the library program at University of Montana. A full scholarship should cover tuition, room and board and expenses, and travel from the students' home to Missoula and return. Partial scholarships may be offered to those who are able to meet some share of these expenses.

Scholarships for graduate students of librarianship should be flexible enough to allow the recipient to choose which of the accredited library schools he wishes to attend, since schools specialize in various areas such as children's or special librarianship, college and university or school librarianship, etc. Again, tuition, room and board and expenses and travel should be provided. In the case of people with family responsibilities, such as a man with a wife and children, or a woman with the sole responsibility for her children or her aged parents, enough should be provided to enable the student to fulfill these responsibilities during the time he is in school and without income. Again, both full and partial scholarships should be made available.

Many people, particularly young ones, who have the capability to become effective librarians and a strong interest in the profession, are deflected from entering it because of the availability of generous scholarships in fields in which both their capabilities and interest may be less. This represents a tremendous waste. The profession offering the more attractive scholarship uses it for a person who is not strongly dedicated. The library profession loses a person with a high potential for success. In scholarships, as in other matters, librarianship must be given an equal competitive chance.

No single agency or organization can provide the total funds necessary for a successful recruiting and scholarship program. Some money should be available from the Library Services and Construction Act funds, under the control of the Montana State Library Commission for the next three years. A program of state aid for libraries provided by the legislature should include a provision for scholarships. An increase in state support for the Commission would enable it to employ a recruitment coordinator. Businessmen and industrialists and civic organizations, interested in the improvement and development of their local communities and of the total state, may be encouraged to contribute to state-wide scholarship funds. Friends of Libraries often make the raising of scholarship money a major project. It is essential that all contributions be added to a total scholarship fund. Experience shows that a $1,000 scholarship available only to residents of a given community will often go begging, either because it is insufficient to permit a qualified person to maintain himself while at school, or because no qualified person lives in the community. Added to a state-wide fund, it can be used to best advantage.

In-Service Training

Recruitment and education, even when well-supported, take time. Meanwhile, the people employed in libraries can be enabled to do more effective work through in-service training. Large school systems and public library systems, and large college and university systems are able to develop their own programs when they have competent supervisors or coordinators to organize and conduct them. In Montana few systems have reached the size or secured the staff to make this possible as yet.

In-service training opportunities such as workshops and institutes, should be organized at the state level, although they may be held at points in the state most convenient for the participants to reach. The Montana State Library Commission and the State Superintendent of Public Instruction, with the aid of the Montana Education Association, the Montana Library Association and the University of Montana should develop a regular continuing program of such instruction. The effectiveness of the occasional workshops or institutes that have been held attests to the desirability of such projects

The field consultant staff in both state agencies will have to be enlarged if this program is to become possible. In addition, the talents of the best qualified librarians in the state will have to be used, as well as the experience of others from outside the state.

Pre-professional employees who have not had the opportunity for library education are logical participants in such activities. Although they are trained on the job in the work of the libraries that employ them, they need a broader picture of the purposes of libraries, of the full scope of the type of work of which they perform a part, and of the latest developments in the field. In a group situation they learn from their fellow participants, and are stimulated by them to greater effort. The instructors and leaders have more time than the local administrator to prepare for a careful and inspiring program of instruction, and they are likely to be more experienced and better teachers.

People with library education need the stimulation of learning experiences from time to time, too. Often they work in situations where few other professionally educated librarians are available for advice and productive shoptalk. To attend the refresher course that graduate library schools offer, they must travel long distances. Institutes and workshops designed especially for them will improve the quality of their work and give them the satisfaction that comes from professional growth.

In a state the size of Montana, with its many library employees without library education, at least four workshops or institutes, each in a different location, and of a week's duration should be held every year. If circumstances prohibit week long meetings, at least twice as many two-and-a half day workshops or institutes should be held. For the librarians with professional education, at least one week-long institute at a central location should be provided. The two-week summer workshops held each year at the University of Montana offer an excellent opportunity for library instruction.

The expenses of the participants in these institutes should be paid in part by their local libraries or schools and in part from state funds. When a program of state aid and certification (see pp. 18-20) is established by law, attendance at such institutes for each employee, at least two years out of three, may be compulsory. Conscientious administrators and boards of trustees, however, with their present problems of securing and keeping competent staff, will not need urging to make it possible for their employees to participate in activities designed to make them more efficient and better satisfied with their jobs.

Securing Adequate Finances

Although more money is not the answer to all of Montana's library service problems, without more money, none of these problems is likely to be solved. In any plan for improvement, the financial situation has to be faced squarely.

Costs of Library Service

The first step is to determine what minimum effective library service will cost. This is done by reference to the standards for each type of library service, plus the special circumstances that prevail in Montana, such as geographical distances in the state, and its mountains and other natural barriers; its distance from accredited library schools and its inability, owing to the small population, to establish such a school without an exhorbitant outlay of funds; its present low level of service, which will require immediate large expenditures if significant improvement is to take place in the foreseeable future.

The next step is to identify all the possible sources of funds, from the federal government, (Library Services and Construction Act, National Defense Education Act, College Improvement Act, National Science Foundation, etc.) state government and local government; and from foundations, organizations, and individual citizens.

Interpreting the Need

Every library must compete with other equally important service agencies for its funds. Legislators must decide among hundreds of worthy projects every year. In the school and college, all departments of instruction must be supported, as well as the library. A hospital, or a museum has basic commitments which may seem or be more urgent than library service.

No one who understands the value of library service can argue that other equally valuable services should be curtailed. The only solution, where library service is inadequate, is to obtain additional funds.

Money for the support of library service is not available in sufficient quantity in Montana (and other states as well) for a number of reasons. The first is the well-known vicious circle. People who have not experienced good library service do not understand its value. This applies to tax-payers, government officials, institutional administrators, and even to people who work in inadequate libraries. When people who have enjoyed and profited from good library service move into a community or join a staff or faculty of

an institution with inadequate library services, they are often astonished at the complacency of their fellow-citizens or colleagues concerning this major lack in their lives.

If Montana had no effective libraries, or no citizens whose experience had taught them the values of libraries, the problem of interpreting the value of the service would seem almost insoluble. Montana is not in this position. Many articulate people in the state can speak with authority on the advantages to every Montanan of a well-developed state-wide program of library service. Their services must be recruited. Until the people of the state have an opportunity to understand the value of the program, they cannot be expected to seek, give or appropriate funds for it.

Next, the cost of library service, and why it costs so much, must be made clear to everyone. Many people have no idea of the education required for a librarian in a supervisory position, and no idea of what such a person does, and why he requires special education to do it effectively. Although they may know the average price of a book, they are not usually aware of how many books are necessary if each user is to have a selection in each of his fields of concern, suited to his particular level of capability and interest in that field. Some are unaware that certain kinds of knowledge and experience cannot be conveyed by books, and that a library must provide expensive films, recordings, tapes, journals, and other materials. They do not always understand that costly materials become *obsolete and must be replaced if the library is to provide reliable information.*

If the costs of library service are analyzed specifically and graphically in terms of the needs and interests of all of the people of Montana, a third factor in the lack of adequate support may be overcome. This is the tendency on the part of library leaders to hesitate to ask for what is needed. It is obvious that if the price of a book is $5.00, the volume cannot be bought for $2.50. If ten thousand such books are needed, they will cost $50,000, and cannot be bought for less. Yet, total budgets are trimmed before a request is made, and when this is done year after year, the library has no chance to provide even minimum service.

The value of library service must be established, its costs defined, sources of revenue identified, and realistic requests for sufficient funds submitted. Such requests must be realistic not only in relation to the amount of money needed, but in relation to plans for their expenditure that will secure the greatest value for every dollar spent.

Ways of using funds to greatest advantage have been discussed in previous chapters. The organization of public libraries into federated systems is a way of making the best use of staff, buying materials at the highest discounts, and avoiding unnecessary duplication of effort. Cooperative and contractual arrangements among other types of libraries will lead to similar economic advantages. The definition of jobs, and the assignment of many duties, now performed by the highest paid staff, to people at a lower salary level who are perfectly capable of performing them will secure more and better service for the money expended.

All funds, if their use is to be justified, must be spent for high quality materials and services. No legislative body, foundation, organization, or individual can be expected to give financial support to libraries, for books that are poorly written, inaccurate, and of little literary value. Nor can they be expected to want to pay for reference service performed by people who, through lack of training are unable to use reference materials adequately, or for reader guidance given by people whose knowledge of books is negligible. Money spent for low quality materials and service is money wasted.

Program to Increase Financial Support

To get money, money must be spent. Montana is in a strong position to begin to improve the financial support of its libraries. The program in the state under the Library Services and Construction Act has provided funds for strengthening the services of the State Agency and for the development of strong systems of public libraries, called federations. All types of libraries have benefited by the program of public relations and interpretation that is implicit in the Plan.

An undue share of the federal money is now spent for Headquarters costs of the Montana State Library Commission. State appropriations have increased since 1956 when the Library Services Act was first passed but since the federal program is terminal, full financial responsibility for the State Library Commission should be assumed by the state. Should the federal assistance program continue, these funds should supplement adequate state appropriations, rather than serve as a substitute for state responsibility.

Priorities in the effort to secure adequate finances for effective library service can be established. The first, under the leadership of the Montana State Library Commission and the Montana Library Association, is to enlist the support of all interested citizens in a

program of interpretation of the value of library services, the cost of such services, and the reason for their cost.

The second is for the Legislative Committee of the Montana Library Association, in cooperation with other organizations concerned with the educational welfare of the people in the state, to begin a campaign to call to the attention of the Governor and of the state legislators the great need of Montana for increased support of the Library Commission and of aid to public libraries from state funds, and to secure the introduction to the Legislature of appropriate legislation to achieve this end.

Concurrently with these major efforts, at every level of government and among all types of libraries, efforts should be made to achieve such reorganization and cooperation as will insure the most advantageous use of all funds. With these activities in motion and well-publicized, those responsible for library development will be in a much stronger position to request funds from legislative bodies, institutional administrators and boards, and those foundations, organizations, and citizens whose understanding of and concern for a strong program of library service in Montana will have been awakened.

Enlisting Cooperation

To develop a state-wide plan of effective library service for Montana requires an enormous, concerted effort on the part of many people. Some of the people who will help are known because of their previous efforts; many others are not known. They have not aided the library effort because they have not understood the need, or because they have not known what they can do.

Two groups of capable and interested people exist in the Montana Citizens Committee for National Library Week and the large number of lay members in the Legislative Committee of the Montana Library Association. With their past record of concern and achievement, these two groups could become the Montana Citizens Committee for the Development of Library Services. After a study of this Plan, and in conference with the leading librarians in the state, this group can organize plans for action. Without doubt they can rally publicists—writers, artists, journalists, and radio and TV people—to begin a year round program of interpretation of library needs and the means to meet them.

Funds must be sought from other than public sources for the costs involved in an interpretation program, for additional scholar-

ships, for legislative activity, for a job evaluation study, and for study of the means of achieving other goals. The Citizens Committee can identify foundations, organizations and private citizens willing to contribute to the support of such essential activities and solicit gifts from them, each earmarked for a special, well-defined purpose.

Friends of the Library groups in the state form another center of activity. Working closely with local librarians, they can organize study groups to determine the particular library needs of their communities, speaker's bureaus, and publicity committees. The coordination of their work, in order that it will tie in with the total state program, should be in the hands of the Trustees and Friends Committee of the Montana Library Association, working closely with the chairman of the School Libraries Division and the College and Research Librarians group, and with the advice and counsel of the staff of the Montana State Library Commission and the Superintendent of Public Instruction.

The Montana Library Association has a good record for establishing relations with other associations in the state. At their annual meetings representatives of various school organizations and civic clubs are frequently in attendance, and often on the program. These relationships should be extended and strengthened. The MLA should plan a meeting of official representatives of as many organizations as can be identified that are concerned with the educational and cultural development of the state. The program outlined in this Plan should be presented, supplemented by printed, factual material. Each representative should be asked in what way his organization can help to achieve the Montana Library Plan. The ways are many—through programs, articles in the organization journals, and support of legislation, among others.[1]

The Montana Library Association must pledge itself to keep these organizations informed of developments. It must also pledge itself to cooperate in furthering any programs that these organizations may develop to improve the state-wide level of education.

Every professionally educated librarian in the state should accept responsibility for action in his area. Such an area should not be defined too narrowly. It may be a city, a county, or a much larger

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[1] A similar program is planned by the American Library Association for representatives of national associations, to take place in the spring of 1963. Since many of the Montana organizations are affiliated with national groups, these representatives will be familiar with the procedure.

region, depending on the density of population and the number of libraries. These responsible librarians, from all types of libraries, should meet together to discuss the particular needs of the area, in relation to state-wide library development. They should then plan to meet with administrators of institutions, library trustees, other library employees, and interested citizens to work out plans for action. If necessary, they should make themselves available to explain the Montana Library Plan, or sections of it, to organizations, to library trustees, or to people with responsibility for libraries but no professional education, who may want further explanation.

The over-all coordinating instrument for all of this activity must be the Library Development Committee of the Montana Library Association or a sub-committee of this group. It will be the members task, aided by the staff of the Montana State Library Commission, to suggest activities, identify responsible leadership, and prepare and disseminate appropriate material. The job is a big one, but the happy kind that becomes easier if it is well done. Each time the need and the plan are effectively interpreted, new recruits are added to the roster to share the information and the work. On the success of this program of interpretation rests the future of library service in Montana.

Summary of Recommendations

In the preceding chapters a number of specific recommendations are made. For convenience they are listed in brief form as follows:

The State Library Headquarters should be moved from Missoula to Helena (p. 11).

Existing libraries should be evaluated in relation to established standards and plans for improvement should be made (pp. 14-15).

Legislation should be instituted to repeal out-of-date laws and to

—permit the State Library to enter into inter-state compacts (p. 17).

—provide one law for the establishment, government and maintenance of all types of public libraries (pp. 17-18).

—establish state aid to public libraries (p. 18).

—emphasize the responsibility of the State Superintendent of Public Instruction in regard to school libraries (p. 18).

Cooperative programs among libraries should be established to insure the most effective use of staff (pp. 19-23).

A program should be instituted to develop job descriptions and pay scales as a guide to boards and administrators in staffing libraries (pp. 19-20).

Additional staff should be added in most libraries, and particularly in the Montana State Library Commission and in the Office of the State Superintendent of Public Instruction (pp. 23-24).

Salaries should be increased to meet local competition in filling clerical and pre-professional jobs, and state-wide and national competition in jobs requiring library education (pp. 24-25).

A recruiting and scholarship program should be instituted to encourage and aid qualified Montanans to undertake library education (pp. 26-27).

An enlarged program of in-service training should be developed on a state-wide basis for pre-professional and professionally educated library staff members (pp. 28-29).

The costs of an effective, state-wide program of minimum effective library service should be determined (p. 30).

All possible sources of funds should be identified (p. 30).

The value of library service and the need for increased support for libraries should be interpreted to the citizens of the state (pp. 30-31).